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ABSTRACT

This is the first of two volumes of the Fourth Monitoring Report on Boston Public School Desegregation, which was filed under court order. The report covers Boston Public School operations from June through November, 1984, and is based upon data collected by Massachusetts Department of Education monitors during that period. Volume I contains an executive summary of findings and recommendations in each of ten monitoring areas: (1) student assignments; (2) special desegregation measures; (3) bilingual education; (4) vocational and occupational education; (5) school facilities; (6) staff; (7) transportation; (8) safety and security; (9) student discipline; and (10) parent and student organizations. Although general compliance is reported in all of these areas, most are described as containing programs that continue to be problematic. The volume concludes with a brief discussion of dispute resolutions and proposed modifications to the court orders. (KH)

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OVERVIEW

This is the Fourth Monitoring Report on Boston Public School Desegregation filed by the Massachusetts Board of Education and Commissioner of Education under the Orders of Disengagement entered by Federal District Court Judge W. Arthur Garrity, Jr. on December 23, 1982. The report covers Boston Public School operations from June 1984 through November 1984, and is based upon data collected by Massachusetts Department of Education monitors during this period. As in the past, our data collection efforts have been aided by the cooperation of Boston School Department staff at the Central, Community District and individual school level.

The format of the present report, which at first view is similar to that used in our three previous documents, reflects refinements intended to provide greater clarity and focus. As in the past, the report is presented in two volumes. Volume I contains an executive summary of findings in each of the 10 monitoring areas (the Board and Commissioner of Education were relieved of monitoring responsibilities in the areas of Special Education and Institutional Pairings in the Court's Order on Partial Termination of Jurisdiction, dated October 31, 1984), and is again intended to receive wide distribution. Volume II contains more detailed analysis of the findings, plus all supporting documentation. Page references in Volume I again direct the reader to the supporting materials in Volume II; and despite the more limited distribution of Volume II, a copy will again be made available for every elementary, middle and high school in Boston.

Within each volume, and particularly within Volume I, our narrative approach has been modified. Descriptions of monitoring objectives and procedures, which were contained in each of the previous reports, have been eliminated. This allows for a greater emphasis upon compliance with the specific Court orders identified at Appendix I of the 1982 Orders of Disengagement. We have also sought to focus our findings and identify the remedial status of each order or

set of orders by indicating where Compliance, Partial Compliance or Non-Compliance has been found, and in some instances by indicating whether current findings represent positive or negative trends.

These revisions in format have been introduced in recognition that the first phase of the "transitional course of disengagement" identified in the Court's 1982 Orders has been completed. Section IX (B) of those Orders allows for the filing of motions "(a)t any time after January 1, 1985" so that the Court may determine "whether further judicial withdrawal is appropriate." The Court's comments of October 26, 1984, indicating its intent to have final orders in place by the end of the current school year, reinforce the need to direct current efforts toward those remedial orders which remain to be addressed, and to identify those areas in which remedial efforts have been satisfactory.

We therefore have chosen to provide a summary of our monitoring findings in each of the ten areas, rather than focusing on more specific concerns as was the case in previous overviews. The reader will note, however, that reference to specific problems is included below. The critical monitoring issues identified in prior reports are identified with an asterisk (*).

STUDENT ASSIGNMENTS: Compliance with racial/ethnic guidelines continues to be mixed. Improvements have occurred in several specific schools (Burke, Dorchester and English High School, King Middle School), as well as in a few of the vocational clusters at the Humphrey Center. At the same time, the effect of Examination School admissions creates non-compliance with Middle School guidelines for White students; elementary school non-compliance problems are centered in Districts IV and VI; and enrollments continue to drop in citywide vocational education programs. * The Extended Day Kindergarten component of the assignment process remains popular, although specific instances of overenrollment and underenrollment are cited.

SPECIAL DESEGREGATION MEASURES: The degree to which special measures have been implemented at schools specifically identified in either Court orders or voluntary agreements remains inconsistent. Several schools in which special measures were undertaken are now in compliance with racial/ethnic guidelines: Charlestown and Dorchester high

schools; the Lee, Pauline Shaw and Tobin elementary schools. Improvements are also noted at Burke High School. Improvement of support services for Black and Hispanic students at the Examination Schools has been undertaken at the school level and in the Advanced Work Classes/Academically Talented Sections program; these efforts must be maintained and expanded. *

BILINGUAL EDUCATION: Compliance has been obtained in the screening and assignment of bilingual students, the provision of bilingual Extended Day Kindergartens, and the clustering of students in order to provide sufficient numbers for bilingual programs. Major problems remain in these areas: the provision of vocational education programs to bilingual students, the mainstreaming of bilingual students through in-school transfers, and the delivery of services and appropriate staffing for certain linguistic groups. *

VOCATIONAL/OCCUPATIONAL EDUCATION: Despite specific examples of compliance (programs for special needs students, industry and community involvement), major problems continue to exist in the provision of exploratory programs, guidance, bilingual services, and management support. The State Board, through the Commissioner and Associate Commissioner for Occupational Education, has initiated discussions with Superintendent Spillane and his staff on the subject of proposed modifications to the Unified Plan for Vocational and Occupational Education. The Board intends to file its proposed modifications, in accordance with Section VI of the Orders of Disengagement, shortly after the filing of this Monitoring Report. *

FACILITIES: Discussions among representatives of the City of Boston, the Boston School Committee, and the State Board have been held during the fall of 1984. While completion of a Unified Facilities Plan had not taken place by the Court's deadline of December 20, significant progress had been made in identifying construction, renovation and repair needs, and discussions among the joint planners continue. *

STAFF: A modification of the Orders for screening and rating of administrators was adopted by the Court on November 26, 1984. * This new process is intended to eliminate the large number of acting administrative appointments identified in previous monitoring reports.

While there have been increases in the proportion of other minority teachers and administrators within the system, the percentage of Black teachers has declined.

TRANSPORTATION: No evidence has appeared to date to indicate that previously identified problems of contractor/driver accountability and complaint management have been brought under control.

SAFETY AND SECURITY: Current safety issues are only marginally related to specific Court orders entered at the beginning of the remedial phase of this case. A new plan for transportation safety has been implemented, although it is too early to draw conclusions regarding its effectiveness. *

STUDENT DISCIPLINE: Total student suspensions have decreased throughout the system, but the disproportionate number of Black suspensions remains. While some schools have taken steps to alleviate discipline problems, other initiatives have yet to be funded, and the implementation of a new promotion policy may raise additional discipline issues.

PARENT & STUDENT ORGANIZATIONS The low level of parent participation at the school level, and the fragmented parent monitoring efforts that flow from this situation, continue. While racially representative student councils function in every middle and high school, there has been neither compliance with Orders regarding Racial Ethnic Student Councils nor the proposal of an alternative approach within the context of the modification process.

The above findings are discussed in greater detail in the individual sections of this volume, and are supported by the additional analysis and data contained in Volume II. These were developed under time constraints that were often severe, given the production schedule of this report. Where possible, data collection had to be completed by mid-November, although exceptions were made where more time was required in order to obtain accurate data. The pace of discussion surrounding various modification proposals and the Unified Facilities Plan has also made our task difficult, and while we have endeavored to update our data through early January, unavoidable inconsistencies may arise between the date this Report is printed and the date it is filed.

Notwithstanding these constraints, we believe the present Monitoring Report contains the information necessary to weigh proposals for further disengagement. In some cases, these proposals should call for the narrowing of the monitoring focus, rather than for complete disengagement. The State Board believes such reduced monitoring is appropriate in the areas of Bilingual Education, Safety and Security and Student Discipline, and is filing a motion in this regard concurrently with this Fourth Monitoring Report.

James R. Grande
Chairperson, Massachusetts
Board of Education

John H. Lawson
Commissioner, Massachusetts
Board of Education

STUDENT ASSIGNMENTS

I. COMMUNITY DISTRICT SCHOOLS (DISTRICTS I-VIII)

ORDER Student Desegregation Plan, May 10, 1975, esp. pp. 71-74, as amended, with particular reference to amendment of March 24, 1982.

FINDINGS

A. HIGH SCHOOLS (Grades 9-12) Partial Compliance (Improved) (pp.6-7)

The eight community district high schools met assignment guidelines, with the following exceptions:

1. East Boston High School was above the range for Black students, due to the presence of the Business Magnet program. This is a permissible exception under Court orders. (p.21)

2. Burke High School is one percentage point below the range for White students. This, however, represents an improvement over last fall. Note also that Brighton, Jamaica Plain and South Boston High Schools, which were below the permitted White enrollment range last fall, are now in compliance. (p.22)

3. Jamaica Plain and South Boston High Schools are above the range for other minority students, by one and eight percentage points respectively; and East Boston High School is below the other minority range by two percentage points. Each of these instances results from the clustering of bilingual students. (p.23)

B. MIDDLE SCHOOLS (Grades 6-8) Non-Compliance (Justified)

Fewer of the 20 district middle schools meet permitted ranges, due in large measure to the impact of Boston Latin School and Latin Academy. Admission of white seventh graders to these examination schools creates a situation in which some districts are inevitably out of compliance, since permitted ranges are calculated on the basis of students living within the geographic district but attending schools anywhere within the city. No district middle schools are too high in white students. (p.6, 29)

1. The Lewenberg (District III) and the Dearborn (VI) are above the range for Black students, while the McCormack (VI) and the Cheverus (VIII) are below the range. Only in the case of the McCormack is noncompliance created by bilingual clustering. (p.28)

2. Nine middle schools fall below the permitted range for white enrollment: the Curley and Roosevelt (II), the Lewenberg and Shaw (III), the Thompson (IV), the Cleveland (V), the Dearborn (VI), and the Michaelangelo and Timilty (VII). Bilingual clustering is a factor in only one of these cases, the Curley. (p.29)

3. While a majority of middle schools fall outside the permitted range for other minority students (five are too high, seven are too low), bilingual clustering explains this result in every case except that of the Lewis (II), and that school is only one percentage point below the permitted range. (p.30)

C. ELEMENTARY SCHOOLS (Grades 1-5) Partial Compliance

Compliance data for a number of the 62 district elementary schools are influenced by the clustering of bilingual students. Additional compliance problems, unrelated to bilingual clustering, are concentrated in Districts IV and VI. (pp.35-40)

1. The Roosevelt (IV) is below the permitted range for Black students, while the Tynan and Winthrop (VI) are above the Black student range. Of these last two, the Tynan is located in a White neighborhood. (pp.35-36)

2. Seven district elementary schools exceed the permitted range for White students: the Channing, Conley, Grew, Hemenway and Roosevelt (IV), and the Perkins and Perry (VI) The Conley is only one percentage point above the permitted range. White enrollments fall below the permitted range at the Chittick and Taylor (IV) and the Emerson and Russell (VI). The Chittick shows improvement in this monitoring period, however, and the Russell is only one percentage point below the permitted range. (pp.37-38)

II. MAGNET SCHOOLS (DISTRICT IX)

ORDER Student Desegregation Plan, May 10, 1975, pp.74-76

A. HIGH SCHOOLS Partial Compliance

Boston High School and Copley Square High School satisfy racial/ethnic guidelines in all three categories. The high school component of the Umana is two percentage points below the range for other minority students, a result of the clustering of bilingual programs at other magnet high schools.

English High School has realized marked improvement in compliance with racial/ethnic guidelines. The school is currently only one percentage point below the permitted White range, and one percentage point above the permitted other minority range (the latter result is explained by clustering bilingual students at English).

Madison Park, on the other hand, has fallen out of compliance in all categories. Black and other minority enrollments are two and

one percentage point high respectively, due in part to a large Cape Verdean bilingual program. White enrollment is two percentage point below the permitted range. (pp.8-9, 21-23)

(For analysis of vocational/occupational education assignments, see III below.

B. MIDDLE SCHOOLS Partial Compliance

All four magnet middle schools satisfy racial/ethnic guidelines for White and other minority students. The Wheatley and the middle school component of the Umana are three and two percentage points above the Black range respectively. Middle school results reflect improvement at the King Middle School, which was out of compliance in Black and White enrollments last year. (pp.8-9, 28-30)

C. ELEMENTARY SCHOOLS Partial Compliance

With the exception of the Hernandez School, which operates a bilingual program with up to 65% Hispanic students under the Court's remedial plan, all magnet elementary schools meet citywide guidelines for White enrollments. Bilingual clustering explains failure to meet Black and other minority guidelines at the Curley, Haley and Trotter (low other minority); the Guild, Hale and McKay (high Black, low other minority); and the Hennigan and Jackson/Mann (low Black, high other minority). The Ohrenberger satisfies racial/ethnic guidelines in all three categories. (pp.8-9, 35-40)

III. CITYWIDE VOCATIONAL PROGRAMS

ORDER Unified Plan for Occupational and Vocational Education, September 8, 1975, as amended, pp.15-47

FINDINGS Partial Compliance

A. ENROLLMENTS

A major decline in vocational/occupational education enrollments, common to all programs and all racial/ethnic categories, has occurred this fall. There has been a 20% decrease in skills training program enrollment at the Humphrey Center, a 10% decrease in citywide magnet vocational enrollments, and a 45% drop in ninth grade exploratory enrollments. (pp.9-11, 54-66)

Shortfalls are also revealed when comparing spring assignments to fall enrollments. Eighteen programs attracted fewer than 80% of assigned White students, and 19 programs attracted fewer than 80% of assigned other minority students. While 26 programs did enroll more students overall than were originally assigned, 14 of these instances increased overrepresentation of a racial/ethnic group.

B. DESEGREGATION

Applying court-ordered guidelines (derived from citywide enrollments, plus or minus 5%), only two programs at the Humphrey Center complied in all three racial/ethnic categories: Welding Laboratory and Nursing Assistant. Four additional programs (Automotive/Truck, Cosmetology, Data Processing and Cabinetmaking) satisfied guidelines for both Black and White Students, and Word Processing satisfied guidelines for White and other minority students. Each of the magnet vocational programs located in district high schools was out of compliance in two or more racial/ethnic categories. (pp.11-13)

C. SEX EQUITY

Ten of the Humphrey Center programs satisfy the guidelines for male/female enrollments, compared to only six programs last year. (pp.13-14)

IV. EXTENDED DAY KINDERGARTENS

ORDER Memorandum and Order as to Kindergarten Desegregation, August 12, 1977

FINDINGS Partial Compliance

The extended day kindergarten option remains extremely popular among all racial/ethnic groups. In most instances parent preferences have been satisfied; but 15 programs drew an excess of White applicants, four attracted an excess of Black applicants, and one an excess of other minority applicants. There has not been a concerted effort to direct families to undersubscribed programs, and a few instances of overenrollment (of White students at the Eliot (VII) and Guild (VIII)) and underenrollment (of Black students at the Mozart (III) and Prescott (VII), and White students at the Hennigan, Mason, and especially the Lee (III)) remain.

Boston remains unable to capitalize on the popularity of extended day kindergarten programs because of the need to reassign students at the first grade level. (pp.15-17, 67-70)

CONCLUSIONS/RECOMMENDATIONS

Given the constraints of White middle school enrollments and bilingual clustering identified above, Boston has demonstrated general compliance with orders regarding assignment of students to community and citywide district schools. Specific efforts in this regard deserve commendation: these include the progress made at Burke and English High Schools and the King Middle School; the steady improvement in eliminating racially identifiable schools at the elementary level; and the maintenance of successful extended day kindergarten options. Further attention is required in order to improve compliance, as regards both specific schools (Madison Park High, Hennigan and Jackson/Mann Elementary Schools) and more general problem areas

(including the need to encourage alternative assignments for White students in the community districts, including extended day kindergarten options).

The substantial enrollment decline in vocational/occupational education programs due to a lack of student interest in program offerings presents a serious problem. Regarding assignments of those students who do choose to enroll in these programs, there has been a limited amount of improvement in compliance with assignment guidelines and the reduction of sex-identifiable programs; however, noncompliance in these areas remains substantial, and Boston has yet to address the situation with intensive outreach and recruitment strategies.

In a broader sense, the results of student assignment monitoring raise questions regarding whether the present student assignment system produces the desired level of desegregation in Boston. Part of the problem lies in specific assignment orders; the need to reassign a majority of kindergarten students into different schools for first grade is clearly counterproductive and should be replaced under any revised student assignment orders.

Beyond such specifics, the overall approach to student assignments contained in the present orders should be reconsidered. Under the present approach, in which compliance is defined against the number of students in each racial/ethnic category attending school from separate districts, schools may be in full compliance with the enrollment ranges permitted by the Court without achieving meaningful integration. This situation will be exacerbated should White enrollments in the districts continue to decline (as is currently projected). If White percentages plunge to single digits, the notion of "compliance" may have little relationship to generally accepted ideas regarding "desegregation."

SPECIAL DESEGREGATION MEASURES

ORDERS Orders of May 3, 1976; May 6, 1977; March 21, 1978.

20 schools designated by the Court for special efforts to achieve desegregation compliance:

Elementary	Middle	High
Ellis	R.G. Shaw	East Boston
Lee	Thompson	Boston Latin School
Bradford (closed)		Boston Latin Academy
Hale (magnet)		Boston Technical
P.A. Shaw		Burke
Emerson		Dorchester
Tuckerman (closed)		Charlestown
Guild (magnet)		
Hennigan (magnet)		
McKay (magnet)		
Tobin		

I. District Elementary, Middle, and High Schools

FINDINGS Partial Compliance

Elementary and Middle

The magnet elementary schools are discussed in the Student Assignment Report. In general, Report Nos. 2 and 3 concluded that, other than at the Tobin, few concerted efforts have been made to attract and maintain White students needed for compliance at these elementary and middle schools. (pp.74-75)

	School	Special Desegregation Efforts	Compliance Status
1)	Tobin	-restructured K-8 -better compliance in 6-8 than K-5 -no preference shown for in-school 5th graders for 6-8 seats over other 5th graders in district	Compliance (pp.74-75)
2)	Pauline Shaw	-word-of-mouth reports among parents	Compliance (pp.74-75)
3)	Lee	-some unique programs	Compliance "
4)	Ellis	None	Non-compliance "
5)	Emerson	None	Non-compliance "
	R.G. Shaw Middle	None	Non-compliance "
	Thompson Middle	None	Non-compliance "

Some recent efforts at the Central Office and District levels to improve compliance at some of these schools by using Chapter 636 funds have not yet resulted in improvement.

High Schools

School	Special Desegregation Efforts	Compliance Status
1. Dorchester	- facilities improvements completed - new magnet vocational programs - Safety improvements	Compliance (pp.75-76, 86-87, 92-93, 94-95)
2) Burke	- some program improvements - some facilities improvement - safety improvements	Partial compliance (pp.75-77, 84-85, 88-91)
3) East Boston	- some attention from school to improve Business management program, Central Office support needed	Partial compliance (pp.76, 124-152)
4) Charlestown	- improved enrollment and staffing of bilingual program as ordered	Compliance (p.76)

CONCLUSIONS/RECOMMENDATIONS

Dorchester and Burke - Commendation for significant improvement toward compliance. Facility improvements and program development at the Burke needs to be completed. (p.76)

East Boston - Commendation for school-based improvement efforts, but Central Office support has not been forthcoming. (pp.76-77)

Elementary and Middle Schools

Recruitment and outreach efforts aimed at attracting geocoded students are needed, and these efforts should, in large measure, be school-based and be a priority use of Chapter 636 funds. Outreach should focus on a clear statement of the mission and educational offerings of each school. (pp.74-75, 77)

II. Examination Schools

ORDERS Student Desegregation Plan, May 10, 1975, pages 48-49 and Memorandum and Orders Modifying Desegregation Plan, May 3, 1976, page 18; March 21, 1978, page 6.

FINDINGS Partial Compliance

Monitors, primarily through interviews with administrators, other staff and students, have focused on the problem of high rates of non-promotion and non-retention of Black and Hispanic students at the two Latin Schools. (pp.78-80)

Monitors noted a recognition by school administrators that retention of Black and Hispanic students in all three examination schools was a real problem, and also noted attempts by them to address this problem. To date their efforts have been provisional, supported by "soft" funds, and without permanent allocation of funds and personnel to bring about improvements. (pp.96-102, 106-110, 115-123)

Similarly, some efforts have been made to improve in the Advanced Work Classes/ Academically Talented Sections (AWC/ATS), but major improvements in the selection process and program implementation have not been approved at the Central Office level. Monitors have recommended improvements in this program (which is the primary source of those Boston Public School students who attend the examination schools) because of the relationship between poor preparation in AWC/ATS and lack of success at the examination schools. (pp.79, 103-105, 111-114)

CONCLUSIONS/RECOMMENDATIONS

Administrators at the examination schools and the Director of the AWC/ATS are to be commended for planning and actually taking steps to improve support and other services to Black, Hispanic and other students. Boston needs to: (pp.80-81)

1. fully implement measures to improve the selection and preparation of AWC/ATS students so that their preparation is equivalent to that of non-public school students admitted to examination schools;

2. institutionalize appropriate support services as regular and permanant budget items;

3. institute a systematic interview process for students attempting to leave the examination schools, and use information gained from this to strengthen supports provided;

4. recognize that the attitudes of some staff create problems for the retention of minority students, and make a firm commitment to solving this problem.

BILINGUAL EDUCATION

I. **ORDER** Student Desegregation Plan of May 10, 1975. This Order addressed six bilingual education areas.

A. Kindergarten

FINDINGS Compliance

Bilingual kindergartens have been instituted in 22 schools where 20 or more bilingual kindergarten students attend. (pp.155, 163)

B. Assignment Responsibility

FINDINGS Compliance

The Boston Public School Bilingual Department makes decisions to assign students, while program location decisions are made by the Department of Implementation. (p.155)

C. Orientation and Application Booklet

FINDINGS Compliance

Boston has prepared and distributed this booklet in all needed languages. (pp.156, 167)

D. Information and Guidance Center

FINDINGS Compliance

Bilingual Community Field Coordinators, located in district offices, provide bilingual information and guidance in all needed languages except Laotian. (pp.156-157, 168)

E. Exceptions to Assignment Limitations

FINDINGS Compliance

Exceptions have been made to assignment limitations by race based on the need to assign bilingual students to appropriate programs. (p.157)

F. Individual Assignment to Appropriate Program Within District of Residence

FINDINGS Compliance

Bilingual students have been assigned to bilingual programs within their district of residence when possible. Some problems in service delivery exist among Hispanic middle and high school programs due to small program size and the consequent need to disperse bilingual counseling and other services among several schools. Problems still remain in the appropriate delivery of services and staffing for the Haitian program at English High School. (pp.157-159, 169-170, 176-178, 179, 180)

II. **ORDER** Unified Plan for Vocational and Occupational Education in the City of Boston, September 8, 1975.

FINDINGS Non-Compliance (Improvement Shown)

See Vocational/Occupational Education Report, page 26. (pp.187-190, 171-175)

III. **ORDER** Memorandum of May 6, 1977

A. Screening and Classification of Bilingual Students

FINDINGS Compliance

Bilingual Master PAC and Boston Public Schools have agreed to include information leading to bilingual program assignment and Lau classification in interviews between local school staff and bilingual parents, eliminating the need for separate mailings providing such information. Bilingual parents sign off on all assignments made based on these classifications. (p.159)

B. Program Transfers Within a School

FINDINGS Non-Compliance (Improvement Shown)

Boston still has not provided for the transfer of bilingual students to regular education programs in many schools, primarily because of crowded regular classrooms and lack of specific mechanisms to facilitate mainstreaming. Some schools have taken steps to address this problem through sister clustering (compatible scheduling between a regular education class and a bilingual class allowing mainstreaming to occur), and teacher training. (pp.159-160)

IV. **ORDER** Memorandum and Orders of March 21, 1978 Modifying Desegregation Plan

A. Bilingual Extended Day Kindergartens

FINDINGS Compliance

12 Bilingual Extended Day Kindergartens have been instituted in Boston. (pp.160-161, 165)

CONCLUSIONS/RECOMMENDATIONS

Boston is in compliance with all except two of the major Court orders relevant to bilingual education. The non-compliance issues in bilingual-vocational/occupational education are discussed in the Vocational and Occupational Education report. Non-compliance problems remaining in the area of transfers of students from bilingual to regular education programs (mainstreaming) can be addressed by:

1. reducing regular education class size in schools housing bilingual programs;

2. training staff in parallel scheduling and sister clustering;

3. providing adequate ESL support in the regular education program;

4. improving the effectiveness of language assessment teams;

5. increasing two-way bilingual schools such as the Hernandez;

6. educating bilingual parents on benefits of mainstreaming.
(pp.161-162)

In addition, bilingual services to middle and high school students are in need of improvement, in part through the consolidation of some middle and high school clusters.

VOCATIONAL AND OCCUPATIONAL EDUCATION

I. **ORDER** Unified Plan for Vocational and Occupational Education, September 8, 1975, and amended June 14, 1976 and January 28, 1978.

FINDINGS

A. RACIAL RATIOS AND ADMISSIONS CRITERIA
Partial Compliance (pp.9-15)
(See Student Assignments Report)

B. CORE PROGRAMS Partial Compliance

Middle School Exploratory Clusters

Efforts have been made to bring all of Boston's middle school exploratory programs into full compliance. Notable accomplishment has occurred particularly in the Business-Distribution-Government related cluster. The scheduling and instruction of the three exploratory clusters continue to vary among schools, and the student/teacher ratio is inconsistent among schools. (pp.184)

Middle School Career Guidance

The status of supplemental career exploratory activities in Boston's middle schools continues to fluctuate and vary among schools and districts. Most middle schools discontinued or greatly reduced their career education programs when the priorities for Chapter 636 funding changed, indicating a lack of school commitment.

A policy which outlines the career development goals for students from kindergarten through high school has finally been completed but is awaiting school committee approval. (p.185)

High School Exploratory

The only district high school that remains in partial compliance is W. Roxbury High where the Food-Home-Health Services Related Cluster is still not offered. (p.186)

High School Employability Clusters

The employability cluster offerings in the ten district high schools continued to be in partial compliance with limited progress towards full compliance since the last reporting period. Non-compliance exists mainly in the Food-Home-Health-Services Related Cluster and in the Distributive-Marketing Cluster. Full compliance exists mainly in the Business-Office-Education Cluster.(p.186-187)

C. MAGNET PROGRAMS Partial Compliance

Most of the requirements for magnet programs have been met; however, enrollment continues to fluctuate between 50% and 71% of total capacity. Each district, except Jamaica Plain High, has a city-wide magnet program. (p.187)

D. IN-SCHOOL BILINGUAL Non-compliance (Improvement shown)

Native language bilingual vocational/ occupational programs are not provided by Boston as specified by the Unified Plan. All limited English-proficient students are mainstreamed into regular vocational/ occupational programs and provided with various instructional support services. (pp.187-190)

E. OUT OF SCHOOL YOUTH Compliance

Boston has provided services to out of school youth. (pp.190-191)

F. SPECIAL NEEDS STUDENTS Compliance

Boston has provided services for special needs students and their teachers. (p.191)

G. PROGRAM CHANGES Partial Compliance

Some incomplete program transfers as indicated in previous reports remain incomplete. (pp.191-192)

H. PROGRAM SUPPORT COMPONENTS:

MANAGEMENT MODIFICATION Non-compliance

Boston has not instituted a distinctive management structure for an effective vocational/occupational education. (p.192)

PUBLIC INFORMATION Partial Compliance

A variety of public information campaign activities has failed to achieve the desired results. Some progress has been made in improving this situation. (p.193)

PROFESSIONAL AND IN-SERVICE DEVELOPMENT
Partial Compliance

Participation in staff development has been limited. (pp.193-194)

INDUSTRY/AGENCY COMMUNITY INVOLVEMENT Compliance
(p.194)

CURRICULUM ACQUISITION/REVISION Non-compliance

Only 20% of planned Competency Based Vocational Education curricula have been completed. Clear guidelines for usage of CBVE curricula have yet to be provided. (pp.194-195)

COMPREHENSIVE JOB DEVELOPMENT Partial Compliance

Specific objectives for this program have not been established for student placement in trade and industry programs. Clerical and business positions have been most common. (pp.195-197)

CONCLUSIONS/RECOMMENDATIONS

In general, Boston must either make the changes in the vocational and occupational education program necessary for full compliance with Court orders, or develop a specific proposal to modify those orders. Of particular concern are: appropriate career education programs at the middle schools; recruitment and enrollment of students in non-traditional programs; the development of effective bilingual/ vocational services; the development of an effective management structure; effective public information services; effective staff development; and completion of "Competency-Based Vocational Education" curricula. (pp.197-201)

SCHOOL FACILITIES

I.	**ORDER**	Interlocutory Order of June 21, 1974 (prohibits construction of or changes to school facilities without Court approval).
	FINDINGS	Compliance (p.205)
II.	**ORDER**	Student Desegregation Plan, May 10, 1975, pp. 6-7 (limits size of student bodies in particular facilities and specifies which schools are to be closed).
	FINDINGS	Compliance (p.205)
III.	**ORDER**	Memorandum and Orders Modifying Desegregation Plan, May 6, 1977, pp. 37-40.
	FINDINGS	Partial Compliance Boston has never developed a complete facilities plan as specified under these orders. A secondary school facilities plan has never been submitted. (pp.206, 218-307)
IV.	**ORDER**	Further Memorandum and Order as to Unified Facilities Plan, August 15, 1979.
	FINDINGS	Partial Compliance A School Committee approved list of schools to be closed, and a finalized list of projects anticipated for those schools which are to remain open, have not been presented. (pp.206-207)
V.	**ORDER**	Orders Relating to Unified Facilities Planning, March 21, 1980.
	FINDINGS	Partial Compliance Joint planning from about 1981 was sporadic until commencement of monitoring by the Department of Education. (p.207)

VI. **ORDER** Supplemental Orders Relating to Unified Facilities Planning, April 2, 1980. (Requires closing of Mead School.)

FINDINGS Compliance (pp.207-208)

VII. **ORDER** Order on Joint Defendants' Motion for Adoption, May 11, 1981. (Requires closing of 27 schools.)

FINDINGS Compliance (p.208)

VIII. **ORDER** Memorandum and Supplementary Disengagement Orders, September 17, 1984.

FINDINGS Partial Compliance

A complete Unified Facilities Plan has not been filed. Meetings on this matter continue. (p.208, 262-263, 272-274, 275-277, 295-297)

IX. **ORDER** Order to File Unified Facilities Plan, November 2, 1984

FINDINGS

Meetings to achieve this have taken place on a regular basis since commencement of monitoring. (pp.208-209)

CONCLUSIONS/RECOMMENDATION

Boston must yet develop a comprehensive long-range facilities plan as specified by the Court, most recently on November 2, 1984. Still to be provided by the City is a list of all Boston Public Schools selected to be closed over the ten year period of the plan with the capacity of each and the estimated date of closing. (pp.209-212)

STAFF

I. **ORDERS** The desegregation of faculty and administrative staff shall be implemented according to the standards contained in the orders of July 31, 1974, et al.

FINDINGS Partial Compliance (pp.311-312, 313)

Despite a small increase in the number of Black teachers in the system, the percentage of Black teachers has dropped from 20.85 to 20.24. This is the lowest percentage since 1981-82, and is moving dangerously close to the 20% minimum and away from the 25% goal set by the Court.

Both the number and percentage of other minority teachers in the system have increased during this monitoring period, the percentage having risen from 8.42 to 8.53.

The percentage of Black administrators in Category I (principals) has increased from 22.76 to 23.58; the percentage of Black administrators in Category II (district and central office staff) has decreased from 24.44 to 23.80.

The percentage of other minority administrators in Category I increased from 3.25 to 4.88; the percentage of other minority administrators in Category II increased from 5.72 to 7.02.

CONCLUSIONS/RECOMMENDATIONS

The decrease in the percentage of Black teachers is cause for concern. Since Boston is not now laying off teachers, the percentage should be increasing towards the 25% goal. (p.314)

See Modifications Report for information on changes in Rating and Screening Procedure for administrators. (p.509-541)

TRANSPORTATION

ORDER May 10, 1975, pp. 80-83

FINDINGS Partial Compliance

The arrangements for identifying and following up on regular (corner-to-corner) transportation complaints by parents were inadequate to determine the precise scope of safety and reliability problems. Improvements had been made in the contract for transportation services and a systematic effort had been made by the Department of Implementation to be in daily contact with schools to determine whether transportation service was adequate. (pp.343-344, 348-349)

CONCLUSIONS/RECOMMENDATIONS

Monitors have not received evidence that improvements have been made in the development and implementation of a system of contractor and driver accountability. (pp.344-345)

Boston should develop and implement a complaint management procedure, and the Transportation Unit should revise its complaint log forms.

SAFETY AND SECURITY

I. **ORDER** Safety and Security Orders, September 5, 1975

FINDINGS

A. CROWD CONTROL. Compliance (pp.353-354)

B. AUTHORIZED ENTRY TO SCHOOL BUILDINGS AND TRESPASSING. Partial Compliance

Not all visitors are required to have previous appointments, although unscheduled visits are no longer associated with disruption of desegregation. (pp.354-355, 372, 392)

A trespassing problem (due to multiple unlocked entrances) continues at Madison Park and HHORC, a fact which does little to mitigate the perception of these schools as unsafe.

C. ENTRY OF LAW ENFORCEMENT PERSONNEL. Compliance

Boston School Police have been very effective in removing unauthorized persons from schools. (pp.355-356)

D. PARENT AND COMMUNITY MEETINGS. Partial Compliance

The need to prohibit parent and community meetings from taking place during school hours no longer exists. (p.356)

E. PHOTO ID'S FOR GOVERNMENT EMPLOYEES. Non-compliance

The elimination of photo ID's occurred more than five years ago. Their present need is questionable. (p.356)

F. DAILY REPORTS ON LAW ENFORCEMENT PERSONNEL.
Non-compliance

The Schools' Department of Safety Services provides yearly reports on staff deployment with updates as needed. (p.357, 393-395)

G. OTHER SAFETY MEASURES. Compliance

Boston has gone well beyond court orders in attempting to provide safe and secure schools. (pp.357-358, 364-370)

CONCLUSIONS/RECOMMENDATIONS

The current safety issues are only marginally related to the specific orders. The major concerns today are crime, neighborhood problems, substance abuse and disruptiveness. Boston must continue to make schools safe, because many parents will not send their children to schools they perceive as unsafe. Significant safety and discipline improvements have occurred at English High School, which could serve as a model for improvements at other schools. (pp.358-361)

STUDENT DISCIPLINE

I. **ORDER** Order Approving Addition to Code of Discipline, January 9, 1975. (prohibits racial slurs and epithets)

FINDINGS Compliance (p.399)

SUSPENSIONS

A decrease in suspensions from 7012 during the 1982-83 school year to 5707 in the 1983-84 school year has occurred. However, many schools continue to have suspension rates high enough to merit concern. (pp.399-400, 408-414)

DISPROPORTIONATE SUSPENSIONS BY RACE

Despite the suspension rate drop, the disproportionate suspension rate of Black students has remained the same. (pp.400-401, 415)

SAFETY AND DISCIPLINE PLAN

Efforts have been made to systematize discipline procedures and develop alternatives to suspension through the following initiatives: (1) an increase in support services; (2) the development of Standards of Behavior; (3) school review committees; (4) oversight committees; (5) development of alternative programs; (6) behavior management teams; (7) in-service training on approaches to discipline. However, behavior management teams have not been funded; no information has been submitted concerning oversight committees; and in-service training has not been scheduled. (pp.401-404, 416-463)

PROGRESS REPORTS ON OTHER RECOMMENDATIONS

Discipline problems have been alleviated by the following: (1) The addition of Directors of Instruction and Support Teachers to all middle schools; (2) use of "time-out rooms", (3) parental involvement. Some schools visited by monitors continue to send home students who have violated rules without officially suspending them, a practice which denies their Consitutional rights. Shortages of books and materials is a widely cited factor in discipline problems. Most importantly, fears have been expressed that a new promotion policy, without a remediation plan, would worsen academic frustration for some students and create additional discipline problems.

CONCLUSIONS/RECOMMENDATIONS

Boston has gone to considerable lengths to improve discipline in schools. In general, Boston should continue to fund and implement measures already initiated to reduce discipline problems and should pay increased attention to the disproportionate suspension of students by race. (p.406)

PARENT AND STUDENT ORGANIZATIONS

I. PARENT ORGANIZATIONS

A. ORDER Memorandum and Orders Establishing Racial Parent Councils, October 4, 1974, and subsequent modifying orders.

FINDINGS Partial Compliance

Although modifications have been made to strengthen the operation of parent councils at all levels, parent participation, especially at the school level, is still incomplete and often insufficient. (pp.467-468, 482-485)

B. ORDER Order of May 10, 1975 mandating the establishment of a Citywide Coordinating Council.

FINDINGS Compliance

The operations of the CCC ceased September 1, 1978, its tasks largely accomplished. (p.468)

C. ORDER Supplemental Order of November 8, 1976, concerning the role of the School Committee in citizen participation groups.

FINDINGS Compliance (p.469)

D. ORDER Memorandum and Further Orders of September 1, 1977 concerning organizational relations among the Citywide Parents Advisory Council, the Community District Parent Advisory Councils and the Racial Ethnic Parent Councils

FINDINGS Compliance (p.469)

E. **ORDER** Memorandum and Further Orders of September 15, 1978 clarifying the responsibilities of the various citizen participation groups as well as certain procedural matters.

FINDINGS Compliance (p.470)

F. **ORDER** Order of May 8, 1980 establishing procedural guidelines for monitoring school desegregation.

FINDINGS Partial Compliance

The Guidelines are not being followed. CPC maintains that the Guidelines, which were developed by the school department, are too stringent. Boston maintains that CPC has not carried out the staff training required by the Guidelines. (p.470)

G. **ORDER** Memorandum and Semi-Final Orders reorganizing the parent participation councils to increase their effectiveness.

FINDINGS Partial Compliance

The goal of effective parent participation has not been fully achieved.

H. **ORDER** Memorandum and Further Orders completing the restructuring of the parent councils.

FINDINGS Partial Compliance

The parent councils' monitoring is fragmented, parents have not participated in the screening of applicants for administrative positions (because the screening procedures have not been used) and the Citywide Parents Council has not provided adequately for staff development and training. (p.472)

CONCLUSIONS/RECOMMENDATIONS

Three major problems have impeded effective functioning of the parent councils: low parent participation at the school level, continuing tension between the Citywide

Parents Council and the school department, and a history of disorganization within the Citywide Parents Council. (pp.472-473)

We recommend the following steps:

1. The parent councils should be retained as organizations independent of the school department.

2. The election process and length of terms to school parent councils should be reviewed and modified to promote more extensive and effective parent participation.

3. The councils' monitoring responsibilities should be concentrated on areas of significant need.

4. The procedural guidelines for monitoring should be reviewed and revised.

5. The relationship of the court-ordered councils to other parent organizations in Boston should be clarified.

6. The councils should, with the support of the school department, be actively involved in the Chapter 636 proposal development and program implementation process.

II. STUDENT ORGANIZATIONS

A. **ORDER** Memorandum and Order of October 4, 1974 establishing racial ethnic student councils in every middle and high school.

FINDINGS Non-Compliance

Only one school, Thompson Middle, has a functioning racial ethnic student council. The school department has done little to support these councils, and very few of them actually ever operated. (pp.474-475, 492-493)

B. **ORDER** Amalgamation Plan, which established the system's student government organizations, and made the racial ethnic student councils subcommittees of racially representative student councils.

FINDINGS Partial Compliance

Racially representative student councils were elected in accordance with uniform election procedures in every middle and high school last year, but complete election results have not been submitted this year. No racial ethnic student council subcommittees have been elected. No data are available regarding the election of student representatives to high school parent councils. Last year only 10 of 17 high school parent councils had student representatives; the situation is complicated by the existence of minimally operating parent councils at a number of high schools. (pp. 476-477, 486-487, 488-489)

CONCLUSIONS/RECOMMENDATIONS

Racially representative student councils have been functioning in every middle and high school. There is only one functioning Racial Ethnic Student Council. Boston has not supported the RESCs, and has moved very slowly to support a proposed modification that would establish Communication Boards in place of the RESCs. (p.477)

Boston should:

1. support either the RESCs or a viable alternative, including establishment of a timeline for full implementation and funding procedures; and

2. collect and submit student council election data in a timely manner.

DISPUTE RESOLUTION

No disputes reached the level of State Board mediation described at section V(D)(1) of the Orders of Disengagement. The only correspondence regarding disputes received by the State Board during this period were letters sent by Plaintiff-Intervenors to the School Department, relating to Chapter 1 and native-language remedial services, as well as overcrowding and the shortage of aides in the Bilingual programs at English High School. We have no record of the School Department's response to these matters. (pp.497-506)

MODIFICATIONS

Negotiations concerning proposed modifications to orders regarding the screening and rating of administrative appointments continued throughout the summer of 1984. At the close of these discussions, the School Committee filed its proposed modification with the Court on October 11. This modification, with minor modifications by the Court, was adopted on November 26, except for the proposal to maintain the then-current percentage of other minority administrators during periods of staff reduction. With regard to this last portion of the proposed modification, the Court directed the Boston Teachers Union to file offers of proof and a brief in opposition, with leave for other parties to respond. Both the Union and the parties supporting the layoff proposal filed briefs in December. (pp.509-541)

Additional motions to modify outstanding orders were filed on December 20, 1984. The State Board, with the assent of both the School Defendants and the City of Boston, requested an extension of the Unified Facilities Plan filing deadline. The School Defendants also filed 10 numbered assignment modification proposals, plus a more sweeping motion to modify the assignment process on a pilot basis through the consolidation of present Districts III and IV. At the time this monitoring report was being printed, the Court had not ruled on these motions. (pp.509, 542-580)